



## A study on the implementation of Goal 1 of the National Education Plan (2014-2024): monitoring the Municipal Education Plans of Vale do Sambito, Piauí<sup>1</sup>

*Um estudo sobre a implementação da Meta 1 do Plano Nacional da Educação (2014-2024): monitoramento dos Planos Municipais de Educação do Vale do Sambito, Piauí*

*Un estudio sobre la implementación de la Meta 1 del Plan Nacional de Educación (2014-2024): monitoreo de los Planes Municipales de Educación del Valle del Sambito, Piauí*

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**Abstract:** This article analyzes the challenges in implementing Goal 1 of the National Education Plan (NEP, 2014-2024) and the Municipal Education Plans (MEPs) in the municipalities of Vale do Sambito territory in Piauí. The aim is to understand how policies to increase access to Early Childhood Education (ECE) have been implemented, based on EI net enrollment data from the Abrinq Foundation Observatory for the years 2014, 2015, 2016 and 2024. The research adopts a quantitative approach, monitoring the indicators of Target 1 established in each municipality. The discussion was enriched by the authors Ximenes and Grinkraut (2020), and other researchers. In this data collection process, the results show significant disparities between the municipalities in terms of enrollment rates, revealing challenges for the realization of the right to Early Childhood Education.

**Keywords:** NEP; MEPs; Early Childhood Education; Target 1; Enrollment.

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**Resumo:** Este artigo analisa os desafios na implementação da Meta 1 do Plano Nacional de Educação (PNE 2014–2024) e dos Planos Municipais de Educação (PMEs) nos municípios do Território do Vale do Sambito, no Piauí. Busca-se compreender como as políticas de ampliação do acesso à Educação Infantil (EI) têm sido aplicadas, com base nos dados de matrícula líquida da EI extraídos do Observatório da Fundação Abrinq, referentes aos anos de 2014, 2015, 2016 e 2024. A pesquisa adota uma abordagem quantitativa, monitorando os indicadores da Meta 1 estabelecida em cada município. A discussão foi enriquecida com os autores Ximenes e Grinkraut (2020), e outros pesquisadores. Nesse processo de levantamento de dados, os resultados demonstram disparidades significativas entre os municípios quanto à taxa de matrículas, revelando desafios para a efetivação do direito à Educação Infantil.

**Palavras-chave:** PNE; PMEs; Educação Infantil; Meta 1; Matrículas.

**Resumen:** Este artículo analiza los desafíos en la implementación de la Meta 1 del Plan Nacional de Educación (PNE 2014–2024) y de los Planes Municipales de Educación (PMEs) en los municipios del Territorio del Valle del Sambito, en Piauí. Se busca comprender cómo las políticas de ampliación del acceso a la Educación Infantil (EI) han sido aplicadas, con base en los datos de matrícula neta de la EI extraídos del Observatorio de la Fundación Abrinq, referentes a los años de 2014, 2015, 2016 y 2024. La investigación adopta un enfoque cualitativo, monitoreando los indicadores de la Meta 1 establecida en cada municipio. La discusión fue enriquecida con los autores Ximenes y Grinkraut (2020), y otros investigadores. En este proceso de levantamiento de datos, los resultados demuestran disparidades significativas entre los municipios en cuanto a la tasa de matrículas, revelando desafíos para la efectivización del derecho a la Educación Infantil.

**Palabras-clave:** PNE; PMEs; Educación Infantil; Meta 1; Matrículas.

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Received on: May 16, 2025

Accepted on: September 15, 2025

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## Introduction

This article presents indicators of an ongoing research project, which is supported by CNPq<sup>6</sup> (National Council for Scientific and Technological Development) and is titled: "The relationship between the PNE and the PMEs: mapping Goal 1 of the municipalities within the Development Territory of the state of Piauí." The project is affiliated with the State University of Piauí (UESPI) and the Federal University of Piauí (UFPI). This research aims to go beyond merely presenting the percentage data acquired on enrollments in early childhood education in the investigated municipalities. It also seeks to contribute to the understanding and interpretation of these indicators, fostering reflections and implications that may contribute

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<sup>6</sup> This research project is registered with the Carlos Chagas Platform/CNPq under the institutional responsibility of the State University of Piauí (UESPI), via the Pro-Rector of Research and Graduate Studies (PROP/UESPI), through professors affiliated with the Early Childhood Education Cell. The participation of the Federal University of Piauí (UFPI) is carried out through the collaboration of researchers who are part of the interinstitutional research group, within the scope of educational policy, in accordance with the actions of the Center for Studies and Research in Educational Policy and Management (NUPPEGE).



to the re-evaluation of strategies and the strengthening of educational policies in Piauí, particularly regarding Goal 1 of the 2014 National Education Plan (PNE). The analysis of the indicators focuses, primarily, on the strategy for the expansion of Early Childhood Education outlined in the Municipal Education Plans (PMEs), taking into account the specific characteristics of Vale do Sambito Development Territory (TD).

It is important to state that the implementation of Goal 1 of the National Education Plan (PNE) (Law No. 13.005/2014) establishes as a priority the universalization of Early Childhood Education in pre-school for children aged 4 to 5 years, and the expansion of daycare (crèche) attendance by at least 50% for children up to 3 years of age. This objective demonstrates the commitment to guaranteeing the right to education from early childhood, a fundamental stage for human development.

However, the realization of this goal requires concrete actions at the state and, above all, the municipal levels. In this context, the Municipal Education Plans (PMEs) play a strategic role, as they translate national guidelines into local policies with actions and strategies that respect the social, economic, and geographic context of the local reality.

In this sense, the present research has the general objective of analyzing the performance of the Municipal Education Plans (PMEs) in Vale do Sambito Development Territory (TD) in Piauí regarding the implementation of the National Education Plan (PNE). To this end, the study is directed at investigating the following research problem: How have the policies for expanding access to Early Childhood Education been applied in the municipalities of the Vale do Sambito TD? To address this, data on net enrollment<sup>7</sup> for daycare (crèche) and pre-school were collected from the Abrinq Foundation's Observatory of Children and Adolescents<sup>8</sup>, covering the years 2014, 2015, 2016, and 2024, to identify the main indicators of access and quality in education within Vale do Sambito TD – PI.

This study adopts a quantitative approach, utilizing a bibliographic review and documentary analysis for the collection and analysis of the data presented here. We emphasize the relevance of the quantitative methodology, as it is justified by the numerical method of collecting quantitative data that will be described and analyzed. These data were structured in a table, featuring percentage data gathered from the Abrinq Foundation's Observatory of Children and Adolescents for the years 2014, 2015, 2016, and 2024, to explore the

<sup>7</sup> Net enrollment is an indicator used to calculate the proportion between a population value within a specific age group and the value of enrollments in an educational level appropriate for that age group. (Ximenes; Grinkraut, 2014)

<sup>8</sup> The Observatory of Children and Adolescents is a data monitoring platform from the Abrinq Foundation that allows for consultation of the main social indicators related to childhood and adolescence in Brazil, in addition to featuring a statistical database on the population, sourced from various public and private entities.



implementation and impacts of Goal 1 of the National Education Plan (PNE) in the Municipal Plans of the Vale do Sambito Development Territory (TD) in Piauí:

The quantitative method, as the name itself suggests, is characterized by the use of quantification both in the methods of information collection and in their treatment through statistical techniques. These techniques range from the simplest, such as percentage, mean, and standard deviation, to the more complex, such as correlation coefficient, regression analysis, and so on. (Richardson, 2012, p. 70).

In the context of this investigation, the quantitative approach proved to be pertinent, as it allows for a detailed analysis rich in descriptions, based on data collection through which the meanings for understanding the studied phenomena are constructed.

In this way, the collection of quantitative data from the selected databases and its subsequent analysis, in dialogue with Goal 1 of the PNE, aim to evaluate the indicators of expansion and educational provision in Early Childhood Education within the Vale do Sambito Development Territory (TD) in Piauí. Thus, we can affirm that observing the enrollment indicators is essential for monitoring the fulfillment of PNE Goal 1. Concurrent with the research discussion, the study engages in dialogue with the following authors: Godoi and Di Francia (2024) and Muylaert and Falciano (2024), as well as the Federal Constitution and complementary legal documents.

Given this, by investigating the Municipal Education Plans within the context of the Vale do Sambito Development Territory (TD), the study contributes significantly to understanding the advances and challenges involved in achieving Goal 1 of the PNE. By presenting data and reflections on the educational reality of a region marked by historical inequalities, this study not only highlights gaps in the implementation of public policies but also suggests potential pathways for overcoming these fragilities. It thus serves as a valuable resource for managers, researchers, and civil society engaged in building a more equitable and quality education in Piauí.

The first section briefly addresses the political and legal aspects that guide the implementation of Early Childhood Education in the municipalities under study. The second section presents a comparative chart of the wording of Goal 1 of the PNE with the Municipal Education Plans (PMEs), with the aim of analyzing the text of the aforementioned goal. In the subsequent sections, respectively, net enrollment data for daycare (crèche) and pre-school in the municipalities of Vale do Sambito are presented for reflection on the results obtained.



## From the PNE to the PMEs: Pathways of Public Policy for Early Childhood Education in the Municipalities of Vale do Sambito (PI)

The Constitution of the Federative Republic of Brazil of 1988 (CF of 1988) establishes the legal foundations for the country's educational policies, ensuring education as a right of all and a duty of the State. According to Article 205 of the Constitution, "education, the right of all and the duty of the State and the family, shall be promoted and encouraged with the cooperation of society, aiming at the full development of the person, their preparation for the exercise of citizenship, and their qualification for work" (Brasil, 1988).

Based on this principle, Article 214 of the same Constitution mandates the creation of the National Education Plan (PNE) to collaboratively organize the actions of the Federal Government (União), the States, the Federal District, and the Municipalities. According to the constitutional text, it is the responsibility of the law to establish the National Education Plan "with a ten-year duration, to articulate the national education system in a regime of collaboration and define guidelines, objectives, goals, and implementation strategies" (Brasil, 1988).

In this way, the National Education Plan (PNE) was instituted by Law No. 13.005/2014, with effect from 2014 to 2024. This plan establishes 20 goals to ensure access, retention, and quality of education across all levels and modalities of teaching. The PNE serves as a fundamental instrument to realize constitutional principles and promote the country's educational development.

In the state of Piauí, the Development Territories (TDs) represent a political-administrative division that enables a more precise observation of local actions. Among these, the Vale do Sambito stands out as the focus of this analysis because it brings together municipalities with varying levels of commitment to and implementation of educational goals. These municipalities are: Aroazes, Barra D'Alcântara, Elesbão Veloso, Francinópolis, Inhuma, Ipiranga do Piauí, Lagoa do Sítio, Novo Oriente do Piauí, Pimenteiras, Prata do Piauí, Santa Cruz dos Milagres, São Félix do Piauí, São Miguel da Baixa Grande, Valença do Piauí, and Várzea Grande.

The region has a territorial area of 13,889.39 km<sup>2</sup> and a total population of 110,075 inhabitants, according to IBGE data for 2022/2023. Therefore, investigating the path from the PNE (National Education Plan) to the PMEs (Municipal Education Plans) in this territory is essential to understand the extent to which educational public policies have been able to



respond to the real needs of the population, as well as to highlight the challenges and gaps that persist in realizing the right to Early Childhood Education.

In the following section, the texts of Goal 1 presented in the PMEs of the municipalities in the Vale do Sambito TD will be analyzed and discussed, with the aim of observing whether there were modifications regarding the deadline for achieving the goal and the percentages defined for the expansion of Early Childhood Education in each locality.

### **A Look at the Developments of PNE Goal 1 in the Municipal Education Plans of Vale do Sambito TD**

Law No. 13.005/2014 (PNE) establishes that, following the approval of the National Education Plan, municipalities and other federated entities must, within the following year, develop or adjust their education plans based on the newly approved plan, respecting its guidelines, norms, goals, and strategies:

Art. 8. The States, the Federal District, and the Municipalities shall draft their corresponding education plans, or adjust the plans already approved by law, in consonance with the guidelines, goals, and strategies provided for in this PNE, within one (1) year counted from the publication of this Law. (Brasil, 2014)

In this context, an effort was made to verify the wording of Goal 1 in the PMEs (Municipal Education Plans) of the Vale do Sambito TD, also noting the year the documents were approved. Goal 1 in the PNE (2014) is presented as follows:

To universalize, by 2016, Early Childhood Education in pre-school for children aged 4 (four) to 5 (five) years, and to expand the offering of Early Childhood Education in daycares (crèches) so as to attend, at a minimum, 50% (fifty percent) of children up to 3 (three) years of age by the end of the term of this Plan. (Brasil, 2014)

According to the analysis conducted on the PMEs (Municipal Education Plans) of the Vale do Sambito municipalities, it was confirmed that all documents were drafted in 2015, one year after the approval of the PNE. Regarding the wording of Goal 1 in the PMEs, for a better understanding of the text in these documents, the wording of PNE Goal 1, as addressed in the educational plans of these municipalities, has been structured in the following table.



Table 1 – PMEs of Vale do Sambito: Year of Approval and Text of Goal 1

Municipalities of Vale do Sambito	Year of Approval of the PMEs	Text of Goal 1 in the PMEs
Barra D'Alcântara	2015	To universalize, by 2016, early childhood education in pre-school for children aged 4 (four) to 5 (five) years, and to expand the offering of early childhood education in daycares (crèches) so as to attend, at a minimum, 50% of children up to 3 years of age by the end of the PNE's term.
Aroazes	2015	To universalize, by 2016, Early Childhood Education in Pre-School for children aged 4 and 5 years old, and expand the offer of Early Childhood Education in daycare centers, in order to serve at least 50% of children <a href="https://dictionary.cambridge.org/pt/dicionario/ingles/portuguese">https://dictionary.cambridge.org/pt/dicionario/ingles/portuguese</a> upto 3 years old by the end of the PNE term.
Elesbão Veloso	2015	To universalize, by 2016, early childhood education in pre-school for children aged 4 (four) to 5 (five) years, and to expand the offering of early childhood education in daycares (crèches) so as to attend, at a minimum, 50% (fifty percent) of children up to 3 (three) years of age by the end of the term of this PME.
Francinópolis	2015	To universalize, by the 2nd year of the PME's term, early childhood education in pre-school for children aged 4 (four) years, and to expand the offering of early childhood education in daycares (crèches) so as to progressively attend, at a minimum, 50% (fifty percent) of children up to 3 (three) years of age by the end of the term of this PME.
Inhuma	2015	To universalize, by 2016, early childhood education in pre-school for children aged 4 (four) to 5 (five) years, and to expand the offering of early childhood education in daycares (crèches) so as to attend, at a minimum, 50% (fifty percent) of children up to 3 (three) years of age by the end of the term of this PME.
Ipiranga do Piauí	2015	To guarantee, by 2016, the provision of Early Childhood Education in pre-school for children aged 4 (four) to 5 (five) years, and to expand, by the end of the term of this PME, the offering of early childhood education in daycares (crèches) so as to attend, at a minimum, 50% (fifty percent) of children up to 3 (three) years of age.
Lagoa do Sítio	2015	To universalize, by 2016, Early Childhood Education in pre-school for children aged 4 (four) to 5 (five) years, and to expand the offering of early childhood education in daycares (crèches) so as to attend, at a minimum, 50% (fifty percent) of children up to 3 (three) years of age by the end of the term of this Municipal Education Plan (PME).



Novo Oriente do Piauí	2015	To universalize, by 2016, Early Childhood Education in Pre-School for children aged 4 and 5 years, and to expand the offering of Early Childhood Education in daycares (crèches), so as to attend, at a minimum, 50% of children up to 3 years of age by the end of the term of the PNE.
Pimenteiras	2015	To universalize, by 2016, early childhood education in pre-school for children aged 4 (four) to 5 (five) years, and to expand the offering of early childhood education in daycares (crèches) so as to progressively attend, at a minimum, 50% (fifty percent) of children up to 3 (three) years of age by the end of the term of this PME.
Santa Cruz dos Milagres	2015	To universalize, by 2016, early childhood education in pre-school for children aged 4 (four) to 5 (five) years, and to expand the offering of early childhood education in daycares (crèches) so as to attend, at a minimum, 50% (fifty percent) of children up to 3 (three) years of age by the end of the term of this PNE.
Valença do Piauí	2015	To universalize, by 2016, early childhood education in pre-school for children aged 4 (four) and 5 (five) years, and to expand the offering of early childhood education in daycares (crèches) so as to attend, at a minimum, 50% (fifty percent) of children up to 3 (three) years of age by the end of the term of this PME, and at least 50% (fifty percent) in a full-time regime.
São Miguel da Baixa Grande	2015	To universalize, by 2016, early childhood education in pre-school for children aged 4 (four) to 5 (five) years, and to expand the offering of early childhood education in daycares (crèches) so as to attend, at a minimum, 50% (fifty percent) of children up to 3 (three) years of age by the end of the term of this PME.
São Félix do Piauí	2015	To universalize, by 2016, early childhood education in pre-school for children aged 4 (four) to 5 (five) years, and to expand the offering of early childhood education in daycares (crèches) so as to attend, at a minimum, 50% (fifty percent) of children up to 3 (three) years of age by the end of the term of this PME.
Várzea Grande	2015	To universalize, by the 2nd year of the PME's term, early childhood education in pre-school for children aged 4 (four) to 5 (five) years, and to expand the offering of early childhood education in daycares (crèches) so as to progressively attend, at a minimum, 50% (fifty percent) of children up to 3 (three) years of age by the end of the term of this PME.
Prata do Piauí	2015	To attend 100% of enrollments in pre-school by 2017 and gradually expand enrollments in daycare (crèche) to reach the percentage of 50% by the end of the term of the PME.

Source: Prepared by the authors based on the PMEs of the municipalities of the Vale do Sambito TD (PI), 2025.



The wording of Goal 1 found in the PMEs (Municipal Education Plans) of the municipalities of Barra D'Alcântara, Aroazes, Novo Oriente do Piauí, and Santa Cruz dos Milagres follows the wording of PNE Goal 1 regarding the universalization of preschool by 2016. In the second part of the goal, which addresses the expansion of educational provision in daycares (crèches), the text maintains the PNE's objective of increasing enrollment to at least 50% of children aged 0 to 3. However, these municipalities stipulate that the deadline for fulfilling this goal aligns with the term of the PNE, not the PME, and therefore extends to 2024.

The municipality of Prata do Piauí revised the text of Goal 1 in its PME, modifying and extending the deadline for the universalization of preschool attendance to 2017, which differs from the PNE's proposal. Regarding the text of Goal 1 related to the expansion of daycare (crèche) enrollment, the municipality aligns with the wording of PNE Goal 1 (crèche), aiming to progressively expand enrollment for children aged 0 to 3 to reach a minimum percentage of 50%, by the final term of its PME, in the year 2025. The other municipalities in the TD Vale do Sambito did not modify the text of Goal 1 in their documents.

In the next section, Early Childhood Education is addressed, specifically the daycare segment, with an emphasis on the expansion of net enrollments for the 0 to 3 age group in the municipalities of the Vale do Sambito TD (PI). This will include the presentation of the percentage data for these enrollments in the years 2014, 2015, and 2024, observing the proximity of the expansion of daycare provision in accordance with Goal 1 of the PNE and the PMEs of each mentioned municipality.

### **Potential Impacts of Achieving Goal 1 in the Municipalities of Vale do Sambito TD: Daycare (Crèche) Attendance for Children Aged 0 to 3, Referring to 2014, 2015, and 2024**

The Federal Constitution of 1988, the Statute of the Child and Adolescent (ECA/1990), and the Law of Directives and Bases of Education (LDB/1996) represent important milestones in the defense and promotion of children's rights regarding educational provision in Brazil. For a long time, the education of young children was neglected in Brazilian public policies and did not receive adequate government attention. Currently, as a result of the engagement of educators and social movements fighting for quality early childhood education, significant steps have been taken toward expanding educational access for Brazilian children.



Goal 1 of the National Education Plan (PNE 2014), concerning the provision of early childhood care in daycares for children aged 0 to 3, stipulates that by the end of the plan's term, daycare attendance must cover at least 50% of children in that age group in every Brazilian municipality. It is worth remembering that early childhood education at the daycare level is not mandatory; therefore, municipalities must respect the families' choice regarding enrollment in an early childhood institution.

However, the Federal Constitution of 1988 makes it clear that early childhood education for children aged 0 to 5 years is the duty of the State, and further describes it as a subjective public right. This means that municipalities cannot deny the opening of daycare (crèche) vacancies to families who express interest in enrolling their child in early childhood education, as this would mean denying Brazilian children a fundamental, legally protected right. Therefore, to ensure children's right to education, it is the responsibility of municipalities to survey the demand for daycare vacancies in their region and attend to at least 50% of this child population aged 0 to 3, in accordance with Goal 1 of their education plans.

In this manner, to measure the achievement of Goal 1 of the PMEs regarding daycare (crèche) enrollment in the municipalities of the Vale do Sambito TD, data on net enrollment were collected. According to Ximenes and Grinkraut (2014, p. 91), net enrollment refers to "[...] the proportion of the population in a specific age group that attends the stage or level of schooling appropriate for their age group." This data collection method provides a clearer understanding of the enrollment levels because it considers the age group segmentation explicitly stated in Goal 1 of the education plans.

Subsequently, the following table was structured with all the percentage data on the net enrollment of children aged 0 to 3 years for each municipality in the Vale do Sambito (PI), covering the years 2014, 2015, and 2024<sup>9</sup>, as sourced from the Abrinq Foundation's Observatory of Children and Adolescents website.

<sup>9</sup> The data available from the Abrinq Foundation's Observatory of Children and Adolescents only extends up to 2024, which is why it was not possible to analyze net daycare (crèche) enrollment for the year 2025.



Table 1 – Net Enrollment Rate in Daycare (Crèche) in the Piauí Municipalities of the Vale do Sambito TD

Municipalities	Attendance 2014	Attendance 2015	Attendance 2024	Percentage relative to the fulfillment (+) and non-fulfillment (-) of Goal 1 in 2024
Barra D'Alcântara	16.5%	13.3%	51.8 %	+1.8% p.p
Aroazes	5.4%	4%	46.9 %	-3.1% p.p
Elesbão Veloso	13%	15%	37.0%	-13% p.p
Francinópolis	8%	8.3%	51.4%	+1.4% p.p
Inhumã	11.1%	15.2%	40.3%	-9.7% p.p
Ipiranga do Piauí	31.1%	24%	55.8%	+5.8% p.p
Lagoa do Sítio	19%	16.7%	40.3%	-9.7% p.p
Novo Oriente do Piauí	17.1%	19%	35.0%	-15% p.p
Pimenteiras	14.5%	20.8%	29.9%	-20.1% p.p
Santa Cruz dos Milagres	31.4%	29.8%	59.2%	+9.2% p.p
Valença do Piauí	19.6%	22.8%	38.9%	-11.1% p.p
São Miguel da Baixa Grande	-	10.1%	25.9%	-24.1% p.p
São Félix do Piauí	25.9%	29.8%	63.1%	+13.1% p.p
Várzea Grande	8.1%	16.3%	62.1%	+12.1% p.p
Prata do Piauí	31.1%	30%	38.6%	-11.4% p.p

Source: Prepared by the authors based on the Abrinq Foundation, Observatory of Children and Adolescents, 2025.

Based on the data in the table, it is observed that in 2014, the year the National Education Plan (PNE) was approved, the net enrollment rate in the municipalities of the Vale do Sambito TD was very modest, with only three municipalities showing percentages above 30%: Ipiranga do Piauí (31.1%), Santa Cruz dos Milagres (31.4%), and Prata do Piauí (31.1%).

In 2015, the year the Municipal Education Plans (PMEs) of the Vale do Sambito TD were approved, the daycare attendance rates remained quite low, and no municipality stood out significantly in terms of expanding daycare provision among the highlighted municipalities. The municipalities of Santa Cruz dos Milagres and São Félix do Piauí

both reached 29.8%, and only Prata do Piauí managed to reach 30% net enrollment in daycare. The remaining municipalities showed lower percentages compared to the municipalities mentioned.

Observing the net enrollment percentages in daycare in 2024, it is evident that six municipalities in the Vale do Sambito TD managed to surpass 50% attendance in daycare: Baraa D'Alcântara (51.8%), Francinópolis (51.4%), Ipiranga do Piauí (55.8%), Santa Cruz dos Milagres (59.2%), São Félix do Piauí (63.1%), and Várzea Grande (62.1%). Meanwhile, the municipalities of Aroazes (46.9%), Inhuma (40.3%), and Lagoa do Sítio (40.3%) were close to the target set by Goal 1 of their PMEs for the expansion of educational provision in daycare, while the remaining municipalities showed net enrollment percentages in daycare below 40%.

The last column of Table 1 shows the variation in percentage points (p.p.), with a positive value (+) for municipalities that have already surpassed the minimum enrollment rate of 50% in daycare. The municipalities highlighted are: Barra D'Alcântara (+1.8 p.p.), Francinópolis (+1.4 p.p.), Ipiranga do Piauí (+5.8 p.p.), Santa Cruz dos Milagres (+9.2 p.p.), São Félix do Piauí (+13.1 p.p.), and Várzea Grande (+12.1 p.p.). The remaining municipalities, however, did not manage to reach the minimum goal of 50% net enrollment in daycare. Thus, it is observed that the municipalities that were furthest from achieving this minimum percentage in 2024 were Pimenteiras and São Miguel da Baixa Grande, which need to expand daycare enrollment by 20.1 p.p. and 24.1 p.p., respectively, to reach the percentage of Goal 1 for the daycare phase by 2025.

The analysis of net enrollment data in the municipalities of the Vale do Sambito TD demonstrates that most municipalities had difficulty expanding school attendance for children aged 0 to 3. This could be a reflection of the municipalities' neglect regarding the active search for children within this age group, as pointed out by Godoi and Di Francia (2024, p. 11):

[...] it occurs that in the vast majority of Brazilian municipalities, the schooling rate for children aged 0 to 3 years is less than 50%, not as a result of a choice made by families, but as a consequence of the absence of an active search — as found by the Federal Court of Accounts (Tribunal de Contas da União - 2017) — and the failure to meet the demand expressed by families, with huge waiting lists for children awaiting the opening of daycare (crèche) vacancies in many municipalities. In the case of children aged 0 and 1, 31.7% of individuals who do not attend daycare nationwide do so due to the lack of a vacancy in their municipality, a proportion that rises to 39.7% for children aged 2 and 3 (IBGE, 2023).

Thus, it can be considered that when municipal governments fail to survey the actual demand for children of daycare (crèche) age, a large portion of this population may have their right to basic education compromised. This contributes to educational inequalities between

children from higher- and lower-income families, in addition to disregarding what is stipulated by Goal 1 of the National Education Plan.

In the next section, data on net enrollment in preschool will be presented for the 15 municipalities of the Vale do Sambito TD, in Piauí, corresponding to the years 2014, 2015, 2016, and 2024. This will include a discussion of the challenges of democratizing access to education for children aged 4 and 5 in the aforementioned municipalities.

### **Goal 1 of the PNE in the PMEs of Vale do Sambito TD - Universalization of Pre-School**

The National Education Plan (PNE) of 2014 introduced a new perspective on the expansion of preschool compared to the previous PNE of 2001. This is because, in the previous PNE of 2001, the goal for the pre-school segment was divided into two stages: first, achieving 60% school attendance within five years, and second, reaching 80% by the end of the plan's term (Law No. 10.172, 2001).

In this sense, it is noted that in the PNE of 2001, the discussion of the universal right to education for children aged 4 and 5 was not emphasized, leaving a legacy of inequalities to be addressed in the PNE approved in 2014. Goal 1 of the 2014 PNE establishes the following objective for preschool: "To universalize, by 2016, early childhood education in pre-school for children aged four to five years [...] (Brasil, 2014).

Thus, it was expected that by the second year of the PNE's term (2014-2024), Brazilian municipalities would have enrolled the general population of children aged 4 and 5 in preschool. However, according to data from the Abrinq Foundation's Observatory of Children and Adolescents for 2016, Brazil reported a net enrollment rate of 74.9% in pre-school, below the target established for that year. In 2023, national net enrollment in pre-school reached 90%, a figure that approaches what was proposed in Goal 1, but still falls short of the ideal scenario, as it shows that the country failed to expand early childhood education enrollment within the period defined in Goal 1 of the 2014 PNE.

Table 2 presents data collected from the Abrinq Foundation's Observatory of Children and Adolescents, showing net enrollment percentages in preschool, covering children aged 4 and 5 who are part of the early childhood education network in the municipalities of the Vale do Sambito TD. The data presented corresponds to the years 2014, 2015, 2016, and 2024, the period defined for analyzing the progress of these municipalities concerning the fulfillment of Goal 1.



Tabela 2 - Percentuais de atendimento de crianças de 4 e 5 anos na pré-escola nos municípios do TD Vale do Sambito

Municípios	Attendance 2014	Attendance 2015	Attendance 2016	Attendance 2024	Percentage relative to the fulfillment (+) and non-fulfillment (-) of Goal 1 in 2024
Barra D'Alcântara	81.2%	82.7%	85.7%	95.6%	-4.4 p.p
Aroazes	73.9%	63.5%	57.4%	86.0%	-14 p.p
Elesbão Veloso	80.3%	68.8%	71.4%	87.4%	-12.6 p.p
Francinópolis	60.4%	71.5%	65.1%	92.7%	-7.3 p.p
Inhuma	84.5%	77.6%	74.4%	82.7%	-17.3 p.p
Ipiranga do Piauí	73.2%	72.4%	64.3%	104.2%	+4.2 p.p
Lagoa do Sítio	82.8%	71.4%	72.3%	71.0%	-29 p.p
Novo Oriente do Piauí	70.9%	62.1%	65.6%	87.3%	-12.7 p.p
Pimenteiras	69.6%	62.8%	63.8%	76.1%	-23.9 p.p
Santa Cruz dos Milagres	92%	84.1%	80.1%	84.9%	-15.1 p.p
Valença do Piauí	85.1%	83.8%	84.1%	90.3%	-9.7 p.p
São Miguel da Baixa Grande	71.3%	70.1%	78.9%	119.1%	+19.1 p.p
São Félix do Piauí	88.6%	77.6%	77.9%	64.3%	-35.7 p.p
Várzea Grande	51.1%	53.7%	73.5%	85.6%	-14.4 p.p
Prata do Piauí	74.5%	72.7%	80.4%	81.8%	-18.2 p.p

Source: Prepared by the authors based on the Abrinq Foundation, Observatory of Children and Adolescents, 2025.

The year 2014 marks the period before the approval of the PMEs, as all of them were drafted in 2015, since shown in Chart 1. Based on the data in Table 2, it can be noted that in 2014, no municipality in Vale do Sambito TD had universalized preschool attendance for children aged 4 and 5. Only the municipality of Santa Cruz dos Milagres came close to the universalization rate of net enrollment, with a percentage of 92% of pre-school enrollment.

In the year 2015, the municipality of Santa Cruz dos Milagres showed a decrease in the net enrollment rate, reaching 84.1%. Although this percentage was lower than in the previous year, the municipality still had the highest preschool net enrollment rate, followed by the municipalities of Barra D'Alcântara and Valença do Piauí, with 82.7% and 83.8%, respectively. According to Goal 1 of the National Education Plan (PNE), the universalization of pre-school must be achieved by the year 2016. In the second section of this article, in Chart 1, the wording of Goal 1 in the PMEs of each Piauí municipality in the Vale do Sambito TD was presented, where the only municipality that modified the year of compliance for pre-school universalization was Prata do Piauí, which changed the year of achieving the goal to 2017.

None of the 15 municipalities in Vale do Sambito TD managed to universalize preschool enrollment in the year 2016. The municipality that presented the number of net enrollments in pre-school closest to 100% was Barra D'Alcântara with 85.7%, and the municipality that was furthest from the universalization goal was Aroazes, with 57.4%. The municipality of Prata do Piauí, in 2017, only reached 76.6% of net enrollments in pre-school.

According to the data in Table 2, in 2024, the municipalities of Ipiranga do Piauí and São Miguel da Baixa Grande achieved remarkably high net enrollment in preschool, surpassing the pre-school universalization goal, with percentages of 104.2% and 119.1%, respectively. This value is justified by the attendance of the demand for 4 and 5-year-old children from neighboring municipalities. The municipalities of Lagoa do Sítio (71.0%), Pimenteiras (76.1%), and São Félix do Piauí (64.3%) were distant from the objective of Goal 1 for pre-school.

In light of the data in Table 2, it is evident that the universalization of early childhood education in preschool had not yet been achieved by most of the analyzed municipalities by 2024. This represents a problem in the implementation of public educational policies in the state of Piauí, especially in the municipalities belonging to the Vale do Sambito TD. Such challenges raise reflections on government actions toward enforcing the PNE's goals, which highlights the need for greater engagement among political spheres to enable early childhood educational provision, as emphasized by Muylaert and Falciano:

The Union, the states, the Federal District, and the municipalities must work under a collaborative framework to achieve the goals and implement their strategies [...] Goal 1 of the PNE 2014-2024 refers to the provision of early childhood education, the offering of which is the responsibility of the municipalities, therefore demanding the promotion of their own public policies and/or the adherence to federal or state policies" (2024, p. 9).



All evidence suggest that the slow progress in the universalization of pre-school in the assessed municipalities may be linked to municipal capacity limitations, given that serving all children of the corresponding pre-school age requires directing changes in school infrastructure and increasing financial resource investment to guarantee the quality of the education offered.

The budgetary fragility of the municipalities in financing public policies for pre-school universalization reveals the urgent need for the Federal Government's collaborative role (União) in providing joint actions with the municipalities and ensuring a better distribution of revenue resources to manage educational policies. Only with this understanding will it be possible to achieve the proposed objectives for the expansion of early childhood education.

## Conclusions

The understanding of Goal 1 in the Municipal Education Plans (PMEs) of Vale do Sambito TD, in Piauí, highlights both progress and challenges in fulfilling Goal 1 of the National Education Plan (PNE 2014), which proposes the expansion of daycare (crèche) attendance for children aged 0 to 3 and the universalization of pre-school for children aged 4 and 5.

Although some municipalities managed to surpass the enrollment rates in Early Childhood Education—specifically Barra D'Alcântara (51.8%), Francinópolis (51.4%), Ipiranga do Piauí (55.8%), Santa Cruz dos Milagres (59.2%), São Félix do Piauí (63.1%), and Várzea Grande (62.1%), which expanded daycare enrollment to over 50%, as well as Ipiranga do Piauí and São Miguel da Baixa Grande, which successfully universalized preschool attendance—others remain below expectations, revealing persistent inequalities in access to Early Childhood Education.

This clearly highlights the challenges these municipalities must face to fulfill Goal 1, given that it has not been achieved in full. In many cases, the data shows that PNE Goal 1 is still far from being achieved in practice, especially in more vulnerable contexts. Thus, educational policies must go beyond the formality of documents and become concrete practices that guarantee the right to childhood. The absence of an active search by some municipal administrations—as also pointed out by the Federal Court of Accounts (Tribunal de Contas da União, 2017)—contributes to the exclusion of many children, which violates the principle of equity.

Given the complexity of providing and ensuring permanence in Early Childhood Education for children's integral development, the urgency of collaborative management



among federative entities is reinforced to improve the execution of public educational policies. The effective fulfillment of Goal 1 depends not only on the existence of the plans but also on government cooperation through concrete actions directed at this stage of education.

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